

File: EAG

Yellow in DDA

ODP 255-77
11 February 1977

MEMORANDUM FOR: Deputy Director for Administration

FROM : Clifford D. May, Jr.
Director of Data Processing

SUBJECT : ADP Issue #4

REFERENCE : Memo fm DDA dtd 25 Jan. 77, subject:
ADP Issues (DDA 77-0440)

1. I have reviewed the attachment to the reference and have asked my staff to do the same. We are fully in agreement with the general thrust of your paper. We cannot conceive of any clear rationale for consolidating ODP, OC and P&PD. Are we trying to streamline management? If so, we feel the merger will be a failure. We believe the three organizations are basically involved in different businesses which involve different skills and different sets of problems. In any merger the current management structures will have to be maintained although some minor consolidations might be possible in the areas of planning, engineering, software development and budgeting. This might save a few positions. But, this saving will be more than offset by the need to establish an overall management superstructure to sit on top of the three product-oriented organizations. Accordingly, we are unable to identify any benefits that might be realized from the proposed consolidation that cannot be better-realized through less drastic means (e.g., joint planning).

2. Attached are three papers for your consideration.

a. Attachment 1 contains brief comments on the specific paragraphs in your paper.

b. Attachment 2 reflects our general thoughts stemming from our analysis of the issue.

c. Attachment 3 lists two lesser goals of consolidation which we think might have some merit.

3. I believe that we should focus our attention and energies on far more important ADP issues instead of diverting some of them toward a proposal of questionable value (Issue #4). The issues of ADP control, planning and centralization deserve our priority attention.



Clifford D. May, Jr.

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Att: a/s

Distribution:

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Comments on DDA "ADP Issue" Paper

- Para. 3 Agree with this opening paragraph.
- Para. 3.I Agree. But it can be argued that the ADP management problems have been around for a long time and they really have little bearing on Issue 4.
- Para. 3.II Agree that the resolution of the [REDACTED] issue is important. This must be resolved before any serious study of the consolidation issue can be conducted. Perhaps if OC loses the battle, the major part of their business might be data communications in the Headquarters area. In this case, consolidation may be worth considering.
- Para. 3.III Agree
- Para. 4.A I doubt if there will be any people savings due to the need to establish a supermanager for all three areas. It should be ADPRINTCOM - not COMADPRINT - for obvious reasons.
- Para. 4.B & C Agree

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The Issue

1. In his memorandum of 16 December 1976, the DDCI has identified four "ADP Issues," the fourth of which is:

"Fourth, in view of ADP trends linking computers to the communications, micrographics, and publishing fields, would any advantages be gained by consolidating ODP, the Office of Communications, and the Printing and Photography Division of the Office of Logistics? I would like the DDA to undertake a preliminary review in this area for EAG discussion in April."

Related Consideration

2. Before discussing the specific issue, we would like to point out that the trends linking ADP to other Agency functions are not limited to Communications and Printing Services but are found in virtually every field of Agency activity. For example, ADP is irrevocably linked to the management and operation of overhead reconnaissance systems, the searching and retrieval of intelligence files, management systems of the Agency, building security, etc. The fact is that there are few Agency functions that can be carried out today without ADP support. In some cases, it makes sense technically, economically and managerially to imbed the ADP activity in these other functional areas. This is being done. In other cases, it makes sense to service these functional areas from a central ADP activity.

Experience of Others

3. Addressing the specific issue stated above, perhaps something can be learned from the experience of other agencies. The idea of consolidating communications and data processing activities is quite prevalent throughout the Federal Government. The General Services Administration, which is charged by law with providing government-wide ADP and telecommunications services, has established a central manager for both functional areas. Other operating agencies have also made this move. However, in all cases known to us where this action was taken successfully, the majority of communications used by the agency related to the support of widely-distributed data processing activities. In other words, when the driving force behind the communications needs of the agency was ADP support, the agency was able to consolidate successfully. When ADP communications were overshadowed by command and administrative telephone requirements, the agencies were not likely to consolidate and data communications was just another service provided by the communications activity.

The Character of CIA Communications

4. With regard to CIA, it is obvious that our overall communications facilities are primarily organized and designed to meet the command and administrative telephone and teletype requirements of our overseas stations. ADP considerations play no part in the planning, design and management of these systems with one exception. Modern communications switching systems employ the same technology that is used in computers.

5. However, within the Headquarters area, ADP communications requirements are growing rapidly and ADP considerations must play a dominant part in the planning, design and management of our Washington area communications systems. Already technology has provided solutions in this area which tend to blur the traditional clear-cut boundary between communications and ADP. It is likely that further blurring will occur in the future. ADP requirements are becoming the driving force behind the Headquarters Building communications distribution system and the wideband secure links to other buildings.

Current OC/ODP Coordination

6. In recognition of the above, D/ODP and D/OC have been working more closely together in planning communications for the Washington area. Joint planning is taking place and a formalized planning structure is in the process of being established. The D/OC has delegated to the D/ODP the responsibility for developing the new Headquarters bus communications system which will be used to support SAFE as well as other needs. The D/OC has provided engineering personnel to help staff the ODP development team for this system.

Magnitude of the Problem

7. Despite the rapid growth in data communications needs in the Washington area, this area of support represents only about % of the total cost of the providing Agency communications. It is by no means a dominant consideration in the communications management structure. The extent to which joint consideration must be given to ADP/Communications problems is well taken care of by the coordinating arrangements currently in effect.

Printing and Computers

8. The computer has revolutionized the world of printing. More and more printing devices are computer driven. At the same time, the computer industry has improved the quality of

its printed-material to the point where a computer programmer can now literally "set type" with his program instructions (e.g., on the new IBM 3800 printer). The issue here is whether printers should program or whether programmers should print. The use of computers in printing is a pure labor-saving device. The installations are generally turnkey in nature (ETEC for example) and you can contract for all software development. As the quality of computer printers approaches that achieved by the more traditional printing presses, it is logical to expect users to ask the providers of computer services to print for them. There is enough printing work for both the traditional printing methods and printers which function as a computer output device. It is not necessary to merge ODP and P&PD to effectively use these new computer-driven devices.

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Lesser Consolidation Goals that Might have Merit

1. Provide "technical" consolidation of Agency computer management, including ODP, OC, P&PD and others. This probably has particular merit because of the trend towards decentralization of computer facilities.

- Give a single component the responsibility for planning, selection, design, standardization and maintenance of all Agency computer equipment (including computers used as communications switches and used in printing services functions.)
- Provide an Agency-wide ADP professional career service. There are currently [REDACTED] people in the MZ (ODP) career service. There are at least 500 ADP professionals in other Agency components who plan, select, design and program ADP systems who are not in this career service and are not under any central management control.

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2. Consolidate into ODP only those functions of OC and P&PD which are predominantly computer-related, such as:

- The planning, design and operating management of the Washington area data communications systems.
- The selection, programming and program maintenance of computers which are used in communications switching, text editing and automatic type setting activities, etc.

DDA 77-0440

25 January 1977

MEMORANDUM FOR: Director of Communications
Director of Data Processing
Director of Logistics

FROM : John F. Blake
Deputy Director for Administration

SUBJECT : ADP Issues

1. In a meeting held several weeks ago, I committed myself to reduce some thoughts to writing on the fourth tasking contained in the "ADP Issues". The attachment reflects the product of my labor.

2. May I ask each of you to review the material and add to it material you believe relevant to the issue. Do not feel constrained to comment on the matter solely from your own organizational point of view, but feel free to comment on the other units involved as well as commenting on what may be the deficiencies of a combined organization.

3. I would appreciate receiving your input by Friday, 11 February 1977. Feel free to reply in the same type of format as the attachment. We do not need from the individual components, at least at this time, anything as extensive as a formal staff study.

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John F. Blake

Att

Distribution:

Orig - D/OC w/att 1 - DDA Subject w/background (Memo to EAG
1 - D/DP w/att Members fr DDCI, dtd 11 Dec 1976)
1 - D/OL w/att 1 - DDA Chrono w/o background
(Attn: C/P&PD) 1 - JFB Chrono w/o background.

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FROM ATTACHMENT

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CL BY 001777

"ADP ISSUES"

1. The fourth tasking on the subject of "ADP Issues" given to this Directorate by the Acting Director of Central Intelligence reads as follows:

"Fourth, in view of ADP trends linking computers to the communications, micrographics, and publishing fields, would any advantages be gained by consolidating ODP, the Office of Communications, and the Printing and Photography Division of the Office of Logistics? I would like the DDA to undertake a preliminary review in this area for EAG discussion in April."

2. This paper sets forth some views on this matter and solicits from the three units involved additional comments on the issue.

3. I believe the day will come, and I have already had conversations with the Directors of Data Processing and Communications, when serious consideration should be given to studying the pros and cons of merging the Offices of Data Processing and Communications. Perhaps, when that day arrives consideration could also be given to considering also the amalgamation of the Printing and Photography Division, although I am not nearly as clear in my mind on that point. For a variety of reasons, however, we are of the opinion that it would be an ill-advised step to combine

these units at this time, and some of the reasons for that feeling are as follows:

I. Office of Data Processing

The Office of Data Processing is faced with a considerable set of problems, not of its own making, that should be addressed, studied and solved before any organizational realignment were to take place.

At a minimum, those problems include:

- A. The issue of cost accounting, budgeting, and reimbursing for computer services. Only now has there commenced some Agency-level consideration of this issue and I have not noted as yet any great enthusiasm to attack the problem.
- B. The matter of establishing standards for the acceptance by the Office of Data Processing for requests for computer services and the issue of establishing Agency-wide and enforceable priorities for computer service has yet to be attacked at the Agency level.
- C. We do not at this moment have a crystal clear indication that Project SAFE will proceed and, if so, at what funding level.

- D. The third tasking on "ADP Issues" given for study is "what balance should we be striving to achieve between centralized and decentralized computer facilities?" This issue should be thoroughly studied and some indication of the future path be known before any thought is given to reorganization.

II. Office of Communications

- A. We would be ill-advised to undertake any organizational change affecting the Office of Communications until we receive the results of the investigation by Staff Members of the House Appropriations Committee. It is my understanding that this report may not be issued until next year.

B.



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- C. Certain of the on-going technical programs of the Office of Communications, e.g., SKYLINK, AFT, HATS, etc., should be completed before any organizational realignment is considered so that the current

simultaneously wrestle with the myriad
bureaucratic problems involved and still be
deeply involved in extensive technical develop-
mental programs.

III. Printing and Photography Division, Office of Logistics

- A. The inclusion of the Printing and Photography Division in the tasking lacks some clear rationale. The thought to include the printing function is more understandable than the photography responsibilities of the Division.
- B. To a great degree it appears to me there is a difference in the culture of the personnel used in the Printing and Photography Division as opposed to the Office of Data Processing and the Office of Communications. Their orientations are somewhat different.
- C. The physical location of the Printing and Photography Division, and it is a completely dedicated facility to its mission, is also a consideration.

4. The above merely reflects a minimum number of reservations based on the individual units. There exist other reservations on the totality of problems that would be created if all three units were put together:

- A. If an Office of COMADPRINT (Communications, ADP, and Printing) were created at the current budget and personnel levels, it would have, based on FY-78

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figures, an annual budget of [REDACTED] and an authorization of [REDACTED] people. While it may be true that some minor monetary and personnel savings could be made at the overall management level, we would still end up with a unit highly vulnerable to OMB and Congressional budget slashing.

- B. The admixture of the types of people, and how they are used, from the three units involved could be a personnel management nightmare. Printing and Photography Division personnel exclusively serve at the Headquarters complex, Office of Data Processing personnel do some, but little rotation and that primarily at Headquarters, and the Office of Communications personnel, next to the DDO, run the largest worldwide rotation program.
- C. An unknown but predictable period of time, measured in years, would transpire before parochial rivalries and maneuvering for power subsided to an acceptable level.